

Message Text

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ACTION EA-09

INFO OCT-01 EUR-12 IO-10 ISO-00 ACDA-05 AGR-05 AID-05

CEA-01 CEQ-01 CG-00 CIAE-00 CIEP-01 OFA-01 COME-00

DLOS-04 DODE-00 DOTE-00 EB-07 EPA-01 ERDA-05 FMC-01

TRSE-00 H-02 INR-07 INT-05 JUSE-00 L-03 NSAE-00

NSC-05 NSF-01 OES-03 OMB-01 PA-01 PM-04 PRS-01 SP-02

SS-15 USIA-06 FEA-01 /126 W
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R 170909Z DEC 75

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 5587

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMEMBASSY SEOUL

AMEMBASSY TAIPEI

USMISSION USUN NEW YORK

C O N F I D E N T I A L TOKYO 17929

E. O. 11652: GDS

TAGS: PFOR, PINT, PLOS, JA

SUBJ: LDP CONSIDERATION OF 12-MILE LIMIT

REFS: A) TOKYO 12660; B) TOKYO 17860

SUMMARY: EXTENSION OF JAPAN'S TERRITORIAL SEAS TO 12 MILES IS NOW UNDER ACTIVE STUDY WITHIN LDP. OPINION IS DIVIDED BETWEEN THOSE ORGANS RESPONSIBLE FOR FISHERIES WHICH STRONGLY FAVOR EXTENSION AND THOSE RESPONSIBLE FOR FOREIGN AFFAIRS/SECURITY WHICH TAKE CAUTIOUS OR NEGATIVE POSITIONS. NO RESOLUTION IS NOW IN SIGHT, BUT PARTY IS FEELING INCREASING HEAT WITH NEXT ROUND OF PRESSURE PROBABLY COMING IN JANUARY. THUS ANY REPRESENTATIONS WE MIGHT WISH TO MAKE WOULD BE MOST EFFECTIVE IF MADE
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WITHIN NEXT THREE WEEKS. END SUMMARY.

1. STAFFER OF RULING LIBERAL DEMOCRATIC PARTY'S (LDP) POLICY AFFAIRS COUNCIL EXPLAINED TO EMBOFF DECEMBER 15 BACKGROUND OF PARTY CONSIDERATION OF EXTENDING TERRITORIAL SEAS FROM THREE TO TWELVE MILES.

2. ACCORDING TO STAFFER, LDP HAS BEEN CONSIDERING ISSUE FOR SOME TIME. PRESSURE FOR EXTENSION COMES MAINLY FROM ALL JAPAN FISHERIES LEAGUE (ZENGYOREN), AN ASSOCIATION OF COASTAL FISHERMEN (REFTELS). RESPONDING TO THIS CONTINUING PRESSURE, LDP HAS CONSIDERED EXTENSION OF TERRITORIAL SEAS TO TWELVE MILES FOR SOME MONTHS. IN GENERAL, STAFFER SAID, OPINION WITHIN LDP PARALLELS VERY CLOSELY DIFFERENCES AMONG FISHERIES AGENCY (WHICH FAVORS A TWELVE MILE LIMIT), FOREIGN OFFICE (WHICH TAKES A VERY CAUTIOUS STANCE), AND DEFENSE AGENCY (WHICH TAKES A GENERALLY NEGATIVE STANCE). (COMMENT: IT IS OUR IMPRESSION THAT DEFENSE AGENCY HAS NOT THOROUGHLY CONSIDERED ISSUE IN BROAD MILITARY CONTEXT.) SHORTLY BEFORE SPING 1975 LAW OF SEA CONFERENCE IN GENEVA A JOINT CONFERENCE OF ALL NINE CONCERNED PARTY GROUPS WAS HELD, AFTER WHICH MATTER WAS TAKEN UP BY LDP'S MAIN POLICY DISCUSSION COUNCIL. OPINION AMONG DIFFERENT GROUPS WAS SO DIVIDED, HOWEVER, THAT IT WAS SENT BACK FOR FURTHER STUDY. HEARINGS ON ISSUE CONTINUE WITH SECURITY AFFAIRS RESEARCH COUNCIL SCHEDULED TO BEGIN A SERIES DECEMBER 18.

3. SEEKING TO FORCE ACTION, FISHERIES LEAGUE SENT FORMAL QUESTIONNAIRE TO ALL PARTIES ASKING THEIR POSITION ON TWELVE MILE LIMIT. IN RESPONSES, ALL OPPOSITION PARTIES ADOPTED FORMAL POSITIONS FAVORING EXTENSION. ONLY THE LDP CHOSE NOT TO RESPOND IN WRITING, SAYING ONLY THAT IT WAS AN IMPORTANT MATTER WHICH REQUIRED ADDITIONAL URGENT STUDY.

4. IN THIS CONTEXT, FONMIN MIYAZAWA MET WITH FISHERIES REPRESENTATIVES ON DECEMBER 9. ACCORDING TO LDP STAFFER, MIYAZAWA TOLD THEM THAT EVEN IF GOJ DECLARED A TWELVE MILE LIMIT IN JANUARY (1976), IT COULD NOT INTRODUCE NECESSARY MODIFYING LEGISLATION UNTIL MAY. IN A LEAD ARTICLE FOLLOWING DAY, THE MAINICHI NEWSPAPER INTERPRETED THIS TO BE "HINT" THAT GOJ WOULD DECLARE A TWELVE MILE LIMIT IN JANUARY. STAFFER SAID THIS INTERPRETATION, ALTHOUGH INCORRECT, HAD ITSELF BECOME PART OF THE ONGOING DIS-

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CUSSION. IF A TWELVE MILE LIMIT WAS NOT DECLARED IN JANUARY, THERE WAS LIKELY TO BE FURTHER PRESSURE FOR ACTION.

5. IN SUMMATION, STAFFER SAID THAT ISSUE WAS BEING ACTIVELY CONSIDERED BY LDP AND CONCERNED MINISTRIES AND AGENCIES IN CONTEXT OF BUILDING PRESSURE. PERSONALLY, HE THOUGHT KEY ISSUE WAS HOW TO PERMIT CONTINUED TRANSIT OF TSUGARU STRAIT (BETWEEN HONSHU AND HOKKAIDO) BY US WARSHIPS POSSIBLY CARRYING NUCLEAR WEAPONS.

(AS REFTELS INDICATE, PUBLIC DEBATE IS NOW CENTERED ON THIS PROBLEM. COMMON INTERPRETATION IS THAT NON-NUCLEAR PRINCIPLES PROSCRIBE PASSAGE OF NUCLEAR WEAPONS THROUGH JAPANESE TERRITORIAL WATERS. PRESS REPORTS (NIHON KEIZAI AND YOMIURI, DECEMBER 11) HAVE IT THAT GOJ LEANING TOWARD DECISION TO PERMIT "NAVIGATION ZONES WHERE FREE PASSAGE WILL BE PERMITTED," ON GROUNDS THAT SUCH A FORMULATION MOST LIKELY WILL ACCORD WITH EVENTUAL LOS CONFERENCE DECISION. DESPITE JAPANESE INTEREST IN PROTECTING OWN TRADITIONAL RIGHTS IN OTHER STRAITS, E.G. MALACCA, WE DOUBT THIS FORMULATION WILL SATISFY OPPOSITION, AND FOR MOMENT REGARD PRESS REPORTS SIMPLY AS TRIAL BALLOON.)

6. COMMENT. STAFFER LEFT EMBOFF WITH IMPRESSION THE LDP WAS FEELING HEAT AND WAS INCREASINGLY COMING TO CONCLUSION THAT SOMETHING WOULD HAVE TO BE DONE. BUT AS YET, A SATISFACTORY SOLUTION TO CONFLICTING INTERESTS WAS NOT IN SIGHT. NEXT ROUND APPEARS LIKELY TO BE PLAYED OUT IN JANUARY. IF THE GOJ DOES NOT EXTEND THE LIMIT AT THAT TIME, ADDITIONAL PRESSURE FROM FISHERIES LEAGUE, A WIDE SPECTRUM OF POLITICIANS IN AND OUT OF LDP, OPPOSITION PARTIES AND PRESS IS LIKELY. IN THIS CONTEXT, ANY REPRESENTATIONS WE MAY WISH TO MAKE ON THIS ISSUE WILL BE MOST EFFECTIVE IF MADE WITHIN NEXT THREE WEEKS.
HODGSON

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